

Growth Visioning for Sustaining a Livable Region



SOUTHERN CALIFORNIA



ASSOCIATION of
GOVERNMENTS

Visioning Design Process

July 20, 2001

RFQ #01-117

The Planning Center

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ii
I. INTRODUCTION	1
II. THE MAIN IDEA	2
III. PROCESS DESCRIPTION	3
IV. PROCESS SUMMARY	6
Phase 1 (Oct. 2001 – Jan. 2002)	6
Phase 2 (Feb. 2002)	7
Phase 3 (March 2002 – March 2003)	8
Phase 4 (April 2003 – July 2003)	9

Attachments

Attachment One – Visioning Process Design Flowchart
Attachment Two – Growth Visioning Principles
Attachment Three – Regional Visioning Program Components
Attachment Four – Potential Growth Scenario Components
Attachment Five – The Second Cycle Description & Flowchart
Attachment Six – Comparative Regional Visioning Programs
Attachment Seven – Assumptions

A VISIONING PROCESS DESIGN EXECUTIVE SUMMARY

The area we know as the SCAG Region is a formidable economy larger than all but 11 nations on the planet, located in an environmental setting of astounding variety, home to more than 16 and half million people, and destined to grow more in population and employment during the next 20 years than the present size of many states. And there is no unified vision to guide it. That must change.

The amazing thing about how our Region has evolved is that it was never really shaped by a comprehensive regional vision. Instead, a huge number of independent and often unrelated visions brought about what we have today. Taken together, they have produced one of the most remarkable urban complexes in the world—and a lot of stress as well.

A number of regions—none of them with the physical, demographic, economic and diversity magnitude of this one—have launched programs to create a regional vision. Now, under the leadership of the SCAG Regional Council, an ambitious regional growth visioning program is under way here, too. This paper describes how it will be done and how you can be a part of it.

Why Vision?

Size and significance are not automatic guarantees of continued prosperity. There is great power here to achieve a more sustainable region and more livable communities as part of it if we can align our energies in support of a commonly shared vision.

The key is to understand what this Region would look like and how it would function if a set of growth principles were to be broadly applied in shaping the future. If a desirable outcome can be defined, then the steps to get there can be embraced by any public or private agent of change who endorses the vision.

The truth is that our communities, counties, and subregions are interdependent. Failure to act on that fact has already exacted a price in the form of congestion, pollution, deterioration, inequity and many other maladies. Yes, these segments of our region can—and must—continue to exercise local decision making powers on behalf of their

constituents. The unavoidable fact is that the additional growth we face will only aggravate these conditions unless we act together on our interdependence.

How to Vision?

So, how do we begin to act in concert within the region? The first step is to start: to exercise leadership. SCAG has stepped forward to begin the process. The second is to use the structure of key “players” we already have to explore the possibilities and develop the necessary information. We have a long-standing subregional structure here through which we can link our communities to the process. The third is to proceed wisely; to benefit from the experience of others while acknowledging our special regional characteristics and challenges. The fourth is to have a package of growth visioning principles that can be expanded, refined and debated and applied in different combinations in scenarios for the Region’s future. We now have a set of growth visioning principles with which to begin, through the work of the SCAG Growth Visioning Subcommittee.

Two-Cycle Process

This paper presents a process for building on these beginning points to “involve” participants and “evolve” a vision. The process is actually divided into two “cycles.” The first cycle, to be completed by mid-year of 2003, is clearer and more specific. The second cycle, to occur over the next three or four years, is conceptual only and will no doubt be revised because of what is discovered in the coming months as initial phases of the process are completed.

The first cycle is divided into several phases, each one of which contains one or more steps or task

areas. The essence of the process is to refine the draft Growth Visioning Principles through a series of “feedback loops” between SCAG and the subregions. At the same time, growth related data will be compiled and put in a form that can be easily understood.

With this in hand, a series of growth scenarios will be developed that respond to the principles in significantly different ways. The remainder of the first cycle focuses on evaluating and testing these scenarios, gradually refining them down in a series of review steps to a preferred growth scenario. That will then be the basis for drafting an initial Regional Growth Vision.

It may be possible, in the course of this cycle, to actually gain endorsement of some form of regional compact: a means of capturing a commitment to the common ground reflected in the preferred growth scenario. In any case, the Region will be in a position to proceed with the next cycle and its focus on both broadening the Vision and proceeding with implementation.

In Summary

The concept is simple; its accomplishment is not. There is clear evidence that people will be more likely to support what they help to create. This is particularly true where there is a vast difference in viewpoints and perceived implications—as is certainly the case with growth related issues. And, since no mandate to implement a vision exists, other than what is endorsed by the participants in this process, it is desirable to engage as many interests as possible in this program. That is a critical part of the process design as well.

A major target is to arrive at a common ground preferred growth vision, along with an associated growth forecast, in time to influence the next round of housing allocation and transportation plan decisions the Region will face three years from now. An even larger target is to marshal the vast resources of this Region into a long-term sustainability and livability based in a deliberate vision.

VISIONING PROCESS DESIGN

October 8, 2001

I. INTRODUCTION

The Southern California Association of Governments (SCAG), as the Regional Planning Agency for the six-county region including Imperial, Los Angeles, Orange, Riverside, San Bernardino and Ventura counties, has decided to embark on a regional visioning program. For purposes of this report, the term SCAG Region refers to this six-county area and all of its subregions, counties and cities. This report describes the recommended process for conducting the initial part (referred to as Cycle One) of a Growth Visioning program for the SCAG Region. The full title of the program—Growth Visioning for Sustaining a Livable Region—reflects the desire to visualize and then achieve a condition in the next 20 years or more that is both more sustainable and more livable than if current trends, policies and practices were to prevail.

The key issues examined in the design of this process included:

- What kind of visioning process best fits the particular needs of the SCAG Region?
- What lessons can be learned and applied from other regional visioning efforts?
- What possible scenarios might the region consider regarding key growth factors?
- What are the growth implications of the most recent forecasts associated with the Regional Transportation Plan?
- What work already done by the Growth Visioning Subcommittee can be incorporated into this visioning program?
- What roles should SCAG, the Subregions, and others play in this process?
- What strategies might be used in the region to promote and provide incentives for implementation of the vision?

This report contains the following sections:

- I. An Introduction that sets the foundation for the report and explains its purpose.
- II. The Main Idea behind the recommended process.
- III. A description of the process.
- IV. An outline of the phases and steps to be undertaken in the process.

Seven attachments provide additional clarification of the visioning process:

- 1. **Process Flow Chart:** A flowchart that visualizes the Cycle One phases described and outlined in this report.
- 2. **Principles:** The complete text of the Subcommittee's Growth Visioning Principles.
- 3. **Process Components:** A summary outlining the essential components of any visioning program, regardless of its approach. This listing, along with the flow diagram, provides the basis for any work program developed to conduct the actual visioning process.
- 4. **Scenarios:** A description of the possible components of growth visioning scenarios to be developed.

5. **Cycle Two:** A conceptual description of the Cycle Two portion of the process, which is introduced at the end of this report.
6. **Process Comparisons:** A summary report comparing other regional visioning efforts around the nation.
7. **Process Assumptions:** Assumptions on which the process design was based.

II. THE MAIN IDEA

No matter who we are or what our particular interests might be within the Region, **we are interdependent**. That is as true of individuals living their daily lives as it is of public institutions and private organizations. We can pretend that isn't so and accept whatever results, or acknowledge it and define some form of common ground that makes better sense – by means of a Regional Vision. Whatever we do, it cannot infringe upon our need to act in reasonable self-interest because that is what we'll do anyway, and that will be the most powerful motivation for committing to a vision.

One way or another we are all stakeholders in this. We have certain interests that make the continued growth forces shaping this region and their consequences important to us in some special way. So, in this paper, we will be referring a great deal to stakeholders. In the final analysis, that includes you and everyone else here now and in the future.

Why have a Regional Vision at all? The answer: in order to establish such a compelling description of how our dynamic region will *prosper* in the future that most people, organizations and institutions will want to help achieve it. The Vision will only happen if it is desired, not mandated.

What will be done with a vision if we have one? We will undertake as many growth-related decisions, projects, programs and actions as possible in support of the Vision. It will also be necessary to have some way of determining how and to what degree these initiatives would move us toward the Vision.

Implementing the Vision will require a package of information, modeling, indicators (measures of change,) procedures, incentives and institutional relationships that will be designed as part of the growth visioning process. It will also entail an ongoing education and promotion effort. Decision makers periodically change and the vision will have to continue to be explained and make sense as these transitions occur. The Vision needs to become part of our culture.

If the Vision is broadly supported, it will be achieved through numerous governmental and private initiatives that, over time, reinforce each other. If it is compelling, it will be sustained and strengthened and become even more influential as time goes on. Clearly, the Vision cannot be just another report on some shelf. The real change must be in how decision makers, opinion leaders and their constituencies think about the long-term consequences of growth-related decisions. The Vision will be realized by stakeholders willing to treat it as a motivating force in shaping growth and development at every scale in the Region—regional, subregional, and local—and, in some cases even beyond the region (in adjacent regions, and at the state and federal levels.)

It is really a matter of placing the Vision on every decision maker's agenda. **One way of doing this may be to allocate some of the transportation dollars invested in the region to local governments as an incentive to encourage actions in concert with the Vision.**

If we are going to have a program to establish a vision, what are its parts? Establishing a regional growth vision is a lot of work. It is not a simple process. However, with a clear sense of what its component parts are, organizing the efforts to put a vision in place is certainly doable. As a minimum,

the components listed below are essential. In the process discussion, some of these components get more attention at this point than others, but the total package is important to remember. Critical components include the following (and are discussed in more detail in Attachment Three):

- *Leadership* The sustained energy to establish the vision.
- *Organization* The arrangement of people and resources to get the job done.
- *Database* The information needed to inform the process and choices to be made.
- *Technical Support* The analytic resources to achieve clarity and credibility for the vision.
- *Scenarios Analysis* The method of stating and evaluating major growth choices.
- *Indicators* The measurable/describable factors that provide tangibility for the vision.
- *Outreach Process* The means of educating, involving and hearing from the stakeholders.
- *Publicity/Education* The materials used to reach out to stakeholders in a variety of ways.
- *Vision Statement* The actual words and graphics that convey the vision to its audience.
- *Implementation* The description of actions required to make the vision real.
- *Approval/Adoption* The means by which the vision gains formal commitment.
- *Maintenance* The means by which the vision remains relevant and credible.

III. PROCESS DESCRIPTION

The Concept

This visioning process (and particularly the first Cycle of the process) is designed to take advantage of the organizations, institutions and relationships already in place in the SCAG region. SCAG's Growth Visioning Subcommittee, made up of elected officials, is charged with leading the program. This process design is built on interaction between the regional leadership, represented by SCAG and the Growth Visioning Subcommittee, and SCAG's Subregions. The Subregions are the conduit through which local jurisdictions and other local stakeholders provide input into the process. SCAG's Growth Visioning Subcommittee is the conduit through which regional stakeholders and advisors provide input into the process.

Throughout the Cycle One process, SCAG and the Subregions are scheduled to collaborate in a series of "feedback loops" in which SCAG describes possible regional growth scenarios, to be reviewed by the subregions. The subregions and their stakeholders then provide input leading to revisions, or even new scenarios. This process is repeated, with the intent of reaching a common ground in the form of a preferred regional growth scenario.

Each scenario would consist of several components, some would be descriptive, some would relate to their implications. Attachment Four describes scenario components in detail. Some components could be common to all scenarios, and some might apply uniquely to each scenario. In summary, the components include:

- *Evaluation Criteria* Considerations, based on the vision principles, for judging a scenario.
- *Baseline* Existing conditions as the point of departure for defining scenarios.
- *Assumptions* Factors that shape the nature of a scenario.
- *Constraints* Factors that limit the potential of a scenario.
- *Opportunities* Factors that reinforce the potential of a scenario.
- *Purpose* The fundamental rationale that distinguishes a scenario.
- *Land Use Map* A map showing the pattern of land uses implied by a scenario.
- *Forecast* An estimate of future growth statistics reflecting a scenario.
- *Implications* A description of key implications if a scenario was to take place.

Growth Visioning For Sustaining a Livable Region

The process of developing and refining scenarios would result in a preferred regional growth scenario, derived in all probability from several that are to be developed and evaluated. This scenario, then, would be the basis for a Regional Vision, which is the key product of Cycle One of the visioning process.

The recommended process is outlined in more detail in Section IV below and illustrated in the flowchart in Attachment One to this report.

Schedule

In analyzing other regional visioning efforts throughout the country, we have learned that this kind of process can take between four to eight years and sometimes longer. We need to be prepared to craft an initial vision, at least addressing key growth issues and principles, in the next year and a half so that it can serve as the basis for growth forecast updates in 2003 and 2004, prior to the completion of the next RTP and RHNA. The Vision, represented initially by a preferred growth scenario, must be incorporated into the forecasting process so that policy decisions begin to respond to the common ground that is reached. Accordingly, this process design involves a challenging initial time target. That is feasible mainly because it is assumed that the visioning process will continue on after this initial cycle for further involvement, refinement, and implementation planning.

Designing the initial visioning process to lead into and help shape the RTP and RHNA will assist SCAG jurisdictions in sustaining the conformity required of regional forecasts. It will also generate momentum and establish a solid basis for a longer-term visioning program.

The Preliminary Work

The visioning process has already involved several months of discussions by the Growth Visioning Subcommittee prior to design of the process. It also included extensive exploration of visioning issues by the selected consultant team, including an analysis of other U.S. regional visioning efforts. Most importantly, the Subcommittee has adopted a mission and a set of growth principles with which to guide the visioning process.

The Growth Principles

SCAG's Growth Visioning Subcommittee created the following working set of growth principles as a basis from which to initiate the discussion of growth issues that will occur during SCAG's visioning process.

The draft growth principles are an excellent start toward a more comprehensive set of principles to guide a regional vision. The current set of principles relate to current thought regarding "smart growth" strategies, and they will certainly have an important role to play in defining a regional vision and developing strategies for implementing it.

This set of principles must be discussed, refined and updated early in the visioning process, based on input from the subregions, business leaders, advocacy groups, and other interested stakeholders. The importance of this part of the process cannot be overstated. Until we actually have a Regional Vision with which to work, the Growth Principles will be the primary basis for everything that is produced during this process. They will not only help shape the alternative growth scenarios to be considered early in the visioning process, but will also be the basis for determining evaluation criteria and defining benchmarks by which achievement of the vision can be measured. This applies not only to the current principles, listed below and described more fully in Attachment Two, but to the final version that will be created during the early steps in the visioning process.

Growth Visioning For Sustaining a Livable Region

1. Improve the link between land use and transportation.
2. Focus development in urban centers.
3. Support the preservation of stable, single family neighborhoods.
4. Locate new housing near existing jobs and new jobs near existing housing.
5. Encourage transit-oriented development.
6. Create walkable communities.
7. Promote travel choices.
8. Promote affordable housing.
9. Conserve rural, agricultural, recreational and environmentally sensitive areas.
10. Ensure that educational opportunities are not a barrier to achieving balanced growth.
11. Increase quality of life for all residents in the SCAG region.

There are many sources of ideas to be considered in expanding and refining these principles: other visioning programs; numerous thoughtful reports and papers on regional development generally, and the SCAG Region specifically; the most recent SCAG Regional Comprehensive Plan and Guide; and the recent work of several of the SCAG subregions.

Principles to be added in the future could focus on: economic competitiveness, stability and diversity; government collaboration and coordination; infill development; open space and conservation; improved air and water quality; handling hazardous wastes; managing watersheds; strong and sustainable communities; safety and security; revitalization and reinvestment; expanded civic engagement; and investment in human resources, to name a few.

The Data

During the design phase leading to this visioning process, the implications of the adopted 2001 RTP and its forecasts have been examined, and a set of “what if” scenarios related to alternative urban form choices have also been compiled. Therefore, the database for the visioning process consists of three components:

1. The 1998 growth forecasts produced during the production of the 1998 Regional Transportation Plan;
2. The Draft 2001 RTP, which updates the 1998 RTP and serves as a policy-driven assessment of the overall growth and economic trends in the SCAG region for the years 2001-2025 and provides strategic direction for investments during this time period; and
3. An analysis of the growth forecasts’ implications (Civic Technologies - Futterman) and production of a set of “what if” scenarios related to alternative urban form choices (Urban Possibility - Hotchkiss).

Common Ground and Commitment

There will be numerous opportunities to identify common ground shared by stakeholders throughout the visioning process. The earliest opportunity is with the Growth Principles. If there is broad agreement

that these principles are the proper way to shape the vision, then they can serve as a basis for further work and for resolving conflicting issues that may arise later. ***One way of capturing this common ground, once it is reached, is through what is often called a regional “compact”—a formal endorsement by stakeholder organizations to support products of the visioning work at selected points.*** This may be a tool that stakeholders will choose to apply at more than one point in the visioning process. It is important to note that common ground is not necessarily consensus: it may exclude certain topics not shared by stakeholders that will either have to be resolved later or dropped from the process entirely.

IV. PROCESS SUMMARY

Cycle One (October 2001 – July 2003)

Phase 1 (Oct. 2001 – Jan. 2002)

Step 1. Setting the Stage

Identification of Roles & Expectations

- SCAG Growth Visioning Subcommittee discusses and determines the roles, expectations and responsibilities of the key players in the visioning process: SCAG, Subregions, other stakeholders and peer review group or groups.

Review, Refinement and Expansion of Growth Principles

- Growth Visioning Subcommittee initiates a dialogue about reassessment/refinement of the Principles.
- Input sought from Subregions and outside group of peer reviewers and possibly stakeholders convened by Subcommittee.
- Subcommittee produces and gets buy-in on a final set of Principles to be used in the process.

Data Evaluation

- Subregions evaluate Civic Technologies' GIS analysis of the region's capacity to absorb the population, housing and employment forecasts from the 2001 RTP.
- Subregions revise SCAG's data set with updated or expanded local data.
- Subregions advise SCAG regarding forthcoming major data changes that cannot yet be incorporated into this process (e.g., major General Plan updates that will not be completed in time).
- The schedule for revising the regional growth forecasts and conducting regional data analysis and modeling, and the schedule for growth visioning, are “synched” at this early stage to ensure that the efforts of the various SCAG Subcommittees involved are coordinated and that efforts are not duplicated.

Trend Identification Papers

- SCAG prepares a series of white papers identifying and analyzing regional growth trends.

- Papers are distributed to Growth Visioning Subcommittee and Subregions.

Step 2. Regional Constraints Map

- Based on the updated, expanded data set, SCAG produces a region-wide map showing constraints that will limit certain aspects of future growth, which might include: physical features, natural areas, land use designations, developed and vacant land, transportation and other infrastructure. This map will be supplemented by a discussion of other constraints that are not location specific.

Phase 2 (Feb. 2002)

Step 3. Public Kick-off

- A public kick off event is then held to showcase SCAG's final Growth Principles and its initial data analysis.
- The event introduces material derived from the Urban Possibility report identifying "what if" scenarios related to growth in the region. This could include preliminary scenario options, including but not limited to:
 - Continuation of current policies
 - Maximum compaction
 - Moderate compaction
 - Maximum dispersion
 - Intra-regional Jobs/Housing shift (toward balance)
 - Expanded/aggressive transit network
 - Highly constrained (water/energy/public funding, etc.)
 - Maximum resource and open space preservation.
- The Kick off Event will be founded on and promote the concept of "*interdependence*." Opportunities will be sought for joint sponsorship of the conference with a regional media outlet to broaden knowledge of the conference and its proceedings.
- Visioning activities and events will be scheduled in significant, visible locations distributed throughout the SCAG region, preferably under subregional sponsorship.

Step 4. Media Outreach

- A media outreach program and release is developed to inform the public and stakeholders about the kick off of the visioning program.
- The work report materials produced by Civic Technologies and Urban Possibility are promoted.
- A multi-faceted approach to public outreach, education and media promotion in relation to the visioning effort will be implemented. Recommended components of this approach include:
 - Development of key messages, key benefits, implications, talking points, FAQs, user-friendly graphics;
 - Development of a visual identity for the program (Logo, Title, page layout, etc.);
 - Contacts/releases/interviews with print, radio and television outlets (both regional and subregional);

- o A similar approach at the subregional level where subregions are willing to undertake such an effort;
 - o Website outreach; and
 - o Production of a Growth Visioning newsletter.
- Media outreach efforts should also occur during Steps 5, 6 and 7.

Phase 3 (March 2002 – March 2003)

Step 5. Alternative Scenarios Development & Evaluation

- SCAG assembles a regional growth opportunities map as a counterpart to the Regional Constraints map based on input from the subregions and their jurisdictions. Along with the constraints map, this will set the stage for mapping candidate scenarios. For example, constraints on infill development and opportunities for urban expansion may be applicable to more than one scenario, but to different degrees. Assumptions in this regard would need to be spelled out, but those assumptions would have to respect the “boundaries” of possibilities defined by both the constraints and opportunities that apply.
- SCAG generates up to eight growth scenarios to evaluate. Components or variables (perhaps 8-10 of them) in the growth scenarios will be drawn from the “what if” scenarios generated by Urban Possibility (see illustrative list in Step 3, above). Variables could include, but not be limited to:
 - o Transportation system expansion (auto, bus, truck, rail and air—both passenger and cargo—transit, and port development);
 - o Water availability and distribution;
 - o Energy;
 - o Public facilities operations and maintenance requirements;
 - o Economic development potential;
 - o Availability of public finance mechanisms and funding levels;
 - o Resource and habitat preservation/restoration requirements;
 - o Use of incentives or disincentives; and
 - o National/international forces.
- Applying the previously agreed upon evaluation process, the Growth Visioning Subcommittee selects the three growth scenarios that demonstrate superior performance in relation to the final Growth Principles (note again the pivotal role of the Principles). This step also includes the possibility that some refinement of one or more of the scenarios could occur.
- Also during this period, the Subregions design outreach programs to be conducted in order to obtain public and institutional feedback on the three growth scenarios. Each Subregion's program will be tailored according to the nature and extent of their outreach capabilities as well as the status of work they have already completed that can feed directly into the growth visioning program. For example, some subregions already have completed their own visioning effort, while others have not.
- Subregions conduct outreach programs. The goal of this segment of the process is to expand awareness of the scenarios and gain the widest possible input on them from the public and other subregional and local stakeholder groups.
- SCAG also conducts outreach to regional vision stakeholders during this step. The purpose of this outreach is to gain input into work being done on regional visioning, bring important perspectives to the process, expand awareness of the importance of the process, review and direct the disposition

of staff/consultant products, and advise constituent policy groups on recommendations (e.g., SCAG members would seek support of recommendations by the Visioning Subcommittee, the CEHD Committee and the Regional Council; Subregional participants would do the same with respect to their Subregional COG Boards; etc.).

- During the Outreach process conducted by the Subregions, the Growth Visioning Subcommittee works on preliminary ideas regarding implementation mechanisms and potential incentives. This effort will be significantly expanded in the subsequent cycle, but is included here because of the importance of grasping that this is not a theoretical exercise, but has practical application and potential. This task will involve SCAG's Regional Subregional Relations Task Force and Benchmarks Task Force working together with the Subcommittee.
- Once their outreach programs are concluded, the Subregions comment on the three alternatives and nominate their preferred scenario to SCAG.

Step 6. Final Scenario Development

- SCAG examines the Subregions' scenario preferences and creates from them a fourth scenario to test. This may or may not resemble one of the three scenarios originally developed, but will probably contain aspects of all three, varying among subregions. However, it is critical at this point to insure that the Growth Principles remain powerful influences on scenario development.
- SCAG models and compares the implications of all four scenarios. Again, outreach to the regional stakeholders should occur, and their comments considered by the Growth Visioning Subcommittee.
- Subregions conduct a second round of outreach, which may result in additional refinements to the preferred scenario.
- SCAG compiles final input and refines the preferred scenario.
- Growth Visioning Subcommittee prepares a Regional Vision Statement that contains the final principles (as may be modified through the process just completed); the preferred scenario, a regional vision statement that describes the qualities and characteristics of the region when the preferred scenario is achieved, and an initial summary of possible implementation mechanisms.

Phase 4 (April 2003 – July 2003)

Step 7. Scenario Approval and Interim Vision

- Community Economic and Human Development Committee recommends the preferred scenario and Vision to the SCAG Regional Council.
- Once approved by the Regional Council, the preferred scenario and Vision report are officially adopted as the Interim Vision for the SCAG Region.
- While the vision package is proceeding through the adoption process, SCAG, the Subregions, and ideally, outside regional and subregional stakeholders, detail a plan and create a budget for Cycle Two of the visioning process.

This completes Cycle One of the visioning program and sets the stage for Cycle Two.

Cycle Two – Broadening and Deepening the Vision Within the Region

It is difficult at this early stage to clearly and finally define the Vision refinement process in the second cycle and the extent of regional stakeholder involvement associated with it. A conscious effort should be made during the initial cycle to interest a broad group of stakeholders in participating actively at this later stage. Thus, one of the key products of the first cycle, based on experience as it is conducted, is the refinement of the program design for the next cycle.

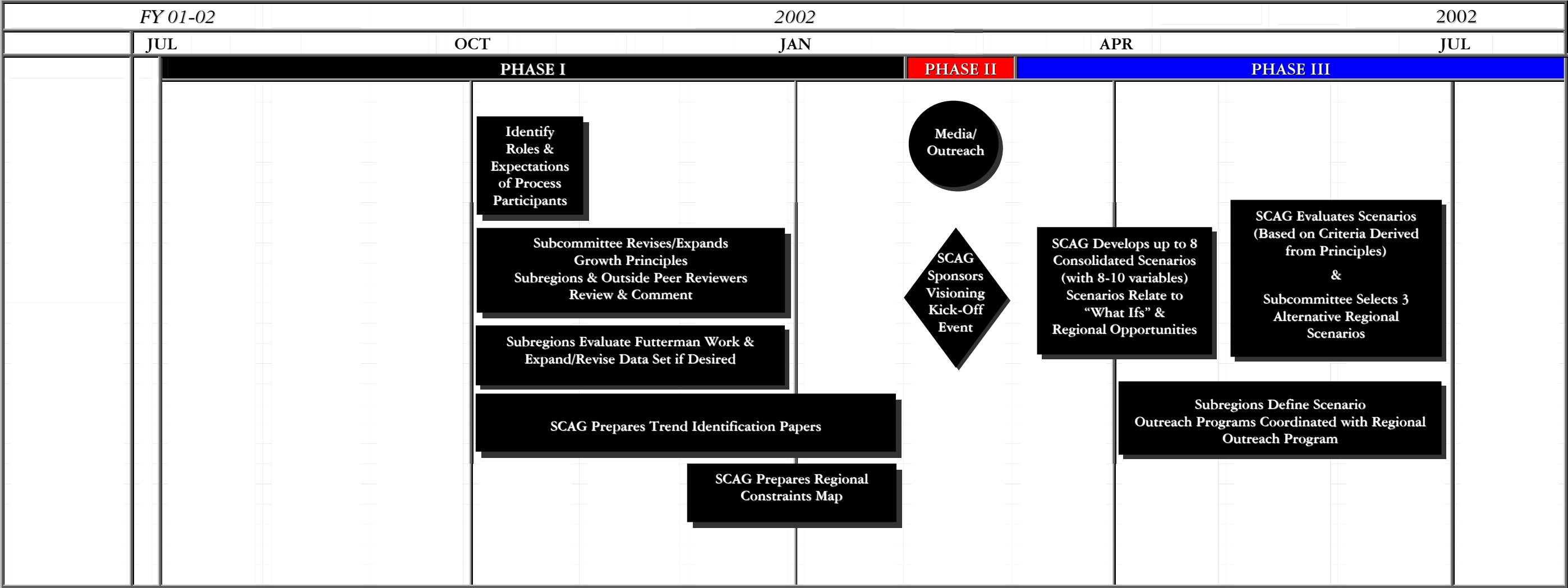
Opportunities for involvement in the second cycle of regional visioning would be expanded. Because of the immense expanse of the region physically, the logistical challenges in frequent communication, the varied priorities for subregional activities, and the practical limitations on how many meetings, workshops and events busy people can attend, this cycle may need to be heavily subregional in operation. The vehicle to enable Subregions and other affiliations to “think regionally and act locally”, will be the interim vision created during the first cycle. A conceptual description and diagram for this Cycle is presented in Attachment Five. It is illustrative of the type of activity that could take place during this Cycle, but would obviously be influenced significantly by what is achieved during Cycle One.

Attachment One – Visioning Process Design

See Following Chart

SCAG Growth Visioning

For A Sustainable Region



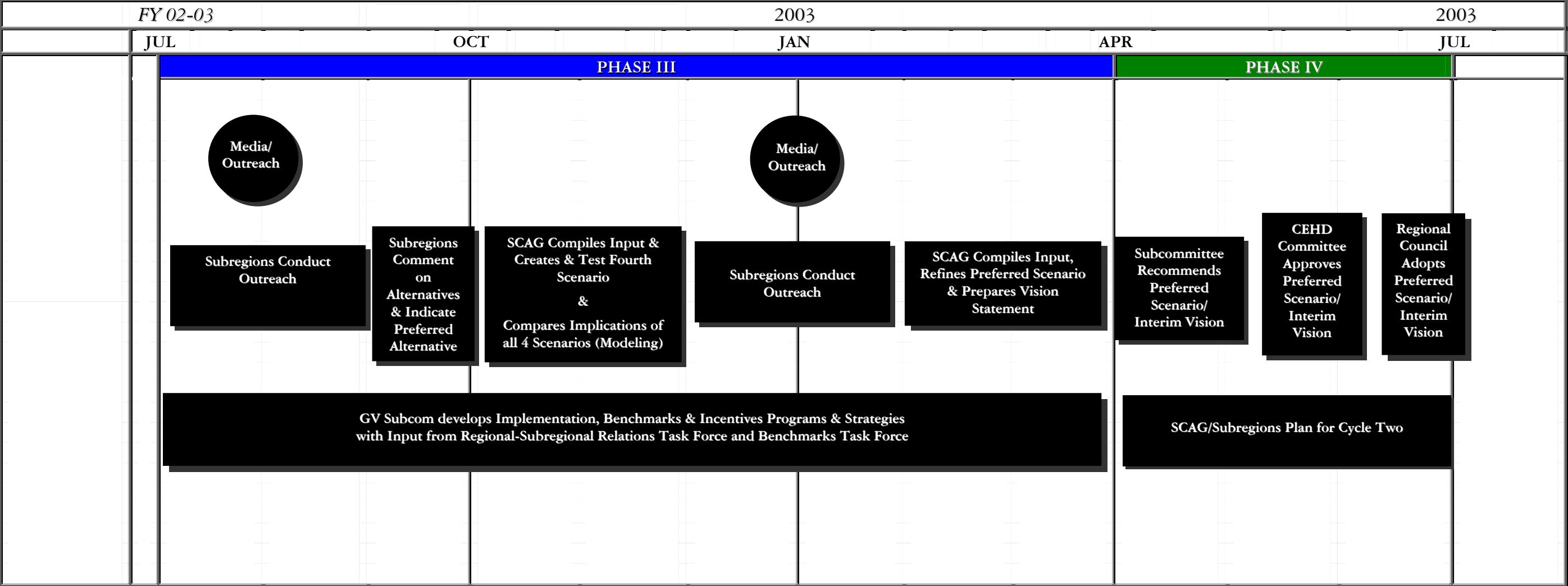
Attachment One
Visioning Process Design Flowchart

10/8/01

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

SCAG Growth Visioning

For A Sustainable Region



Attachment One
Visioning Process Design Flowchart

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

10/8/01

Attachment Two – Visioning Process Design

SCAG Growth Visioning Subcommittee’s Working Set of Regional Growth Principles

Improve Transportation for All Residents

- Improve the Link between Land Use & Transportation
- Locate New Housing Near Existing Jobs and New Jobs Near Existing Housing
- Encourage Transit-Oriented Development
- Promote Travel Choices

Provide Safe & Livable Communities

- Support the Preservation of Stable, Single-Family Neighborhoods
- Create Walkable Communities

Ensure Future Resources for Our Children

- Focus Development in Urban Centers & Existing Cities
- Utilize “Green” Development Techniques
- Conserve Rural, Agricultural, Recreational and Environmentally Sensitive Areas

Enable Prosperity for All Residents

- Promote Affordable Housing
- Ensure that Educational Opportunities are not a Barrier to Achieving Balanced Growth

Support Local and State Fiscal Policies that Encourage Balanced Growth

Principle 1: Improve the Link between Land Use & Transportation

The challenges of future population and employment growth and their effect on traffic congestion, transportation investment choices and air quality are significant long-range planning issues. Today, it is widely acknowledged that we can no longer address increased congestion through expanding highways alone. The public expects more efficient transportation investments that support desired development patterns, achieve and maintain economic growth and a sustainable environment, and promote global competitiveness.

Principle 2: Focus Development in Urban Centers

Current and projected economic and demographic trends appear to support the continued renaissance of urban centers. This strategy would promote public and private investments and decisions that will enable existing urban centers to become centers of housing, jobs, shopping, culture and entertainment.

Principle 3: Support the Preservation of Stable, Single-Family Neighborhoods

Existing neighborhoods provide the stable fabric of a community. These neighborhoods must be maintained even as appropriate in-fill opportunities are identified by community planning efforts. Consideration of neighborhood preservation can work together within the framework of development in urban centers policy to promote increased density in certain corridors where services are available, as well as the development of residentially-oriented transportation and other public services.

Principle 4: Locate New Housing Near Existing Jobs and New Jobs Near Existing Housing

Efforts to increase the supply of housing in current jobs-rich areas and to encourage the development and growth of jobs in housing-rich communities can effectively reduce congestion, commute times and personal transportation costs, and improve air quality. Furthermore, it reduces the cost to local governments of providing new facilities and services to new developments outside of existing service areas. Also, opportunities should be explored in existing centers to concentrate housing, business and commercial uses to form cores of activities offering a range of uses, to increase interaction among uses and to satisfy transportation demands closer to residential areas.

Principle 5: Encourage Transit-Oriented Development

Locate a mixture of uses within an average of ¼-mile walking distance of a transit station or bus transfer center. The design, configuration and mix of uses emphasize a pedestrian-oriented environment. These centers reinforce the development of office, open space, public and residential uses and personal commercial services within comfortable walking distance, making it convenient for residents and employees to travel by transit, bicycle, or foot, as well as by car. Such a mixed-use area containing restaurants, a museum, a theater and retail stores has a greater potential to generate bus and rail ridership than an area with retail stores alone.

Principle 6: Create Walkable Communities

Foster walkable communities and urban centers where different kinds of homes, shops and workplaces are integrated with one another; ensure that housing of different costs is integrated throughout each community. Walkable communities put urban environments back on a scale for sustainability of resources (both natural and economic) and lead to more social interaction, physical fitness and diminished crime.

Principle 7: Promote Travel Choices

Provide people with additional travel choices including rail, bus, bicycles and pedestrian access through infrastructure investment, development choices and urban design. Many communities are now looking more closely at options to expand transit service and promote alternatives to driving alone. ISTE has assisted in this effort by preserving a strong federal transit program, expanding access to flexible funds for transit, and encouraging innovative projects that promote alternatives to driving.

Principle 8: Promote Affordable Housing

Provide, in each community, a variety of housing types to meet the housing needs of all income levels.

Principle 9: Conserve Rural, Agricultural, Recreational and Environmentally Sensitive Areas

Clearly identify important rural, agricultural, recreational and environmentally sensitive lands that should be protected, and develop policies and strategies to protect them. It is important that we preserve the natural landscape that is key to the allure of southern California. Land is a finite resource that requires thoughtful management to build homes, induce new jobs and preserve open space.

Principle 10: Ensure that Educational Opportunities are not a Barrier to Achieving Balanced Growth

New economy jobs tend to locate in areas with a well-educated labor pool. We must strive to ensure that K-12, colleges, universities and job-training facilities are adequately preparing the future workforce. Also, it is imperative that schools are not a barrier toward the revitalization of urban areas and existing communities. Safe, good quality schools, integrated within the community, are essential to promote the revitalization of these areas.

Principle 11: Increase Quality of Life for All Residents in the SCAG Region

The ultimate goal of the Growth Visioning effort is to make the SCAG region a better place to live, work and play for all residents regardless of race, ethnicity or income class. Decisions regarding growth, transportation, land use, and economic development are intended to promote and sustain for future generations the region's livability and prosperity.

Attachment Three – Visioning Process Design

Regional Visioning Program Components

Any visioning process, regardless of design, must contain certain basic components. The emphasis, relationships, and scope of these components will vary from region to region and result in a wide variety of approach variations. The components will each require one or more task areas in a work program for producing and implementing a regional vision. In some cases (e.g., technical support) a parallel, focused work program is required because of the amount of detail involved in a particular component. In developing and assessing approach options for a process designed to fit the SCAG region, choices have to be made about each component as well as the overall design concept.

Visioning, to be effective, cannot be “completed” in the conventional sense. It is and must be an ongoing endeavor: a living process. Reports and related products properly have target completion dates, but the whole point of a vision is that it remains relevant to changing conditions and events. So there must always be some level of attentiveness to a vision once it is established. Assuming a credible process in its establishment, the essence of a vision will certainly remain valid over decades, yet timely and thoughtful refinements can go a long way toward maintaining its effectiveness. The power of a vision lies in the expanding commitments to it over time.

These considerations must be taken into account in devising any regional visioning approach. They are the basis for the following list of visioning process components. Descriptions of the components are further influenced by an examination of other regional visioning efforts as well as experience in large scale planning programs. This list addresses the scope of a visioning process but is not meant to dictate the specific approach that is best attuned to the SCAG Region. The specifics of each component for the SCAG regional visioning approach are found in the Process Design Report.

Leadership. The institutional and personal leadership that initiates and sustains the visioning process unless and until there is a deliberate decision to shift leadership at some point. No large scale, long-term planning program can be sustained without widely credible leadership.

Organization. The arrangement of participating entities, outlining the decision-making structure and operational functions that must be performed to carry out the visioning process. As with the leadership function, some organizational framework is essential, even though it may evolve as the visioning process matures.

Database. The collection of data that underpins analysis of current conditions and issues, growth potentials, and ranges of growth options realistically available. It also constitutes the basis for evaluating impacts of growth, providing the support for defining indicators of change, facilitating the monitoring of change and documenting the effectiveness of implementation actions.

Technical Support. The arrangement of technical resource people, processing capabilities and analytic talent facilitating the development and evaluation of growth scenarios and their implications to enable selection of a preferred scenario. It includes such things as conducting research, designing and operating models, establishing and maintaining databases, preparing growth forecasts, preparing appropriate technical reports, validating accuracy of technical materials and supporting the preparation of media materials and public presentations.

Scenarios Analysis. The process of analyzing alternative growth scenarios in the Region and Subregions. Scenarios can address land use; infrastructure; resource consumption; economic potential and population, jobs and housing growth and distribution, among other things. Scenarios can be

depicted graphically using GIS and other mapping or simulation technologies. This component also involves description of various criteria for evaluating the range of scenarios being considered.

Indicators. The identification and description of indicators or measures of change that will be used in tracking growth, highlighting the significance of key aspects of change and generally enabling those interested in the vision's effectiveness to understand what is happening in the Region that relates to the vision. The choice of indicators bears significantly on database requirements, data collection and processing requirements and procedures for periodically revisiting vision related forecasts to assess both the magnitude and quality of growth patterns. The intent is to use indicators or measures that are concrete and measurable, or at least describable in some tangible way over time.

Outreach Process. The means of identifying and involving various interests in understanding the issues, shaping the vision and committing to its implementation. This is also a means of stimulating leadership for a sustained visioning effort. In the case of SCAG, this explicitly includes the subregional organizations in a variety of ways, depending on their respective priorities and the status of their own visioning activities.

Publicity/Public Education. This involves "spreading the word" and educating stakeholders, the media and the general public about the visioning process. Informational materials focused around consistent messages about the effort must be developed and delivered by media outlets and other public communications to stakeholder groups. This aspect of the process can make a significant difference in the credibility of the vision and the sustainability of commitments to implementing it.

Vision Statement. The process of crafting a vision package from the technical, policy, outreach and analytic activities. It entails preparation of text, maps, tables, and illustrations in a form or forms that can be distributed in hard copy and electronically. It further involves determining the structure to be used in expressing the vision (e.g., by topic, by issue, etc.)—an important factor in "connecting" the vision to implementation initiatives that matter to the agents of change within the Region.

Vision Refinement. The process of reviewing the vision and providing improvement suggestions for it. This may apply to draft options as well as the draft preferred vision. In either case, it involves one or more cycles of review, input, and draft refinement. This component applies, of course, to the initial version of the vision and may be repeated periodically as changes are considered.

Implementation Program. The method for identifying what is to be done by whom to implement the vision. In all likelihood, the scope of this part of the program will need to be expressed in the form of phased or incremental actions because of the magnitude of required actions and related resources. It is crucial to specify the linkage with other components in defining implementation programs.

Approval/Adoption. The process of generating approval or modification recommendations and, in due course, achieving adoption of the vision by appropriate authorities and organizations. This also applies to any periodic revision to the vision.

Maintenance. The system for tracking implementation of the vision, sustaining institutional and public support, and keeping the vision relevant to current circumstances and issues. This may involve periodic or event oriented reviews and updates, maintaining a current database, providing for ongoing public information and outreach, and other means of keeping the vision as a living, continuous presence in shaping regional growth and development at a variety of geographic and jurisdictional levels.

Attachment Four – Visioning Process Design

Potential Growth Scenario Ingredients

A regional growth scenario describes a potential future state of the region that incorporates factors influencing or defining change and their impacts over time. Each scenario could contain several components. In the following discussion of these components, one factor among many—infill development—is used as an example to help understand the role of each component. A scenario would typically include:

Evaluation Criteria. Indicators or measures of effectiveness believed to be crucial in understanding the desirability and implications of a scenario. A regional vision would provide the basis for evaluation criteria so that a determination can be made regarding how a particular scenario does or does not contribute toward achieving the vision. To be effective, the vision would need to be translated into (represented by) indicators that can readily be described or measured in definitive terms. For example, acreage and development density/intensity ranges would be established to account for infill development.

Baseline. The description of existing conditions: the point of beginning in projecting the future. This description is typically expressed for the most recent date for which we have key data. Thus, a scenario developed in 2001 may actually be based on data for 2000 because more current information is not available. The baseline would typically be described in the form of maps, narrative and statistical tables.

Assumptions. Statements of the factors expected to influence change over time. They may include factors over which there is little or no control by decision makers in the region. An example would be the anticipated market potential for housing or businesses that could occupy areas characterized mostly by infill parcels. Assumptions may also be stated regarding anticipated regional policies and these are often used to distinguish a scenario from others to which it is being compared. An example would be anticipated policies by cities and counties within the region to accelerate (or limit) the use of infill land for development.

Constraints. Conditions or considerations that limit the changes that characterize a particular scenario. An example would be limitations in the availability of vacant or redevelopable infill parcels in a particular area. Constraints would typically be described in the form of maps, narrative and statistical tables.

Opportunities. Conditions or considerations that reinforce changes that are being used to characterize a particular scenario. An example would be the availability of a large number of vacant or redevelopable infill parcels in a particular area. Opportunities would typically be described in the form of maps, narrative and statistical tables.

Purpose. A statement of the rationale for a particular scenario, including the development/conservation characteristics it is intended to represent. For example, one scenario may be intended to illustrate what the region would look like in 20 years if the maximum amount of infill land were to be developed and another might portray a minimum level of infill development.

Land Use Map. A graphic representation of the pattern of development, open space and vacant land that depicts how the region would evolve over time under a particular scenario. Open space represents land that is dedicated to permanent preservation, while vacant land is simply property that is not anticipated to be used during the forecast period. For example, the land use map would depict where infill properties are developed.

Forecasts. An expression in statistical table form of future levels of growth associated with the scenario. It typically is extended into the future for a specific period, such as the next 20 years. It may also be presented in terms of estimated “buildout”. This is generally considered the maximum development that could occur under currently established development policy by cities and counties within the Region (the jurisdictions that have land use authority). For example, future population, dwelling units and employment that include the potential for both infill and new development would be presented in a statistical table.

Implications. A discussion of the impacts of a particular scenario. It may be expressed in terms of achieving a particular vision, responding to certain measures or indicators believed to be significant, or conditions about which there may be concern. This involves the application of evaluation criteria established for weighing the consequences of each scenario. For example, the implications of the scenario regarding tools needed to successfully achieve the prescribed infill development would be described.

Preferred Scenario. The result of a defined evaluation and review process that expresses an optimum future condition according to the criteria being used. It may be formed by refining one of the alternative scenarios being considered or constructed from aspects of several scenarios. For example, the infill development assumptions reflected in the preferred scenario might draw upon different infill strategies in selected subregions, based on several different scenarios.

Attachment Five – Visioning Process Design

The Second Cycle

Since regional visioning has such considerable potential for reconciling troubling growth issues and gradually bringing more agents of change onto the same “page”, the recommended strategy is to view this entire undertaking as at least a two-cycle process. The first cycle, extending until an interim regional vision is adopted by the Regional Council in 2003, sets the stage for SCAG regional growth forecasts to be refined (a range of options will have already been explored as part of the visioning process) for RTP and RHNA use. The second, more expanded, cycle, outlined conceptually below, will target a period prior to the 2007-2009 updates.

Cycle Two Conceptual Outline (2003 – 2008)

Phase Five– “Forecasts & Beginning of 2nd Cycle” *(July 2003 – June 2004)*

The second cycle will begin with SCAG’s commitment to relationships with Vision Partners, or regional stakeholders, and commitment to joint leadership of the second cycle. These Partnerships will form the basis for expanding the regional visioning effort beyond its initial base in the first cycle.

At the same time a Technical Coalition should be formed. This is envisioned as a technical resource pool to provide information and analysis in support of the visioning process. Initially, it can consist mainly of the SCAG staff and representatives of the Subregions (Subregional Coordinators or their designees). To the extent possible, other analysts should become involved, especially from other levels of government, educational/research institutions and professional peer group organizations. Actual participation may vary with phases of the program or as the focus of issues shifts throughout the process. Initially, this Coalition should closely coordinate with the work being undertaken by SCAG to strengthen its database and modeling capabilities, especially related to city and county estimates and projections. A key step in this phase is for the cities and counties to update and expand the land use capacity data they have provided to SCAG.

The intent is to achieve maximum possible credibility for the technical aspects the visioning process so that policy makers, governmental agencies and the general public can have confidence in the evaluation of implications for various scenarios. This Coalition will also play a key role in helping to design monitoring and reporting systems to track progress toward the vision once it is established.

Once the SCAG data set is updated, it is envisioned that the Coalition will reevaluate the preferred growth scenario based on adjusted buildout capacity and updated land use data, as well as buildout growth projections. Further, the scenario will be expanded to analyze and examine its implications related to additional content areas identified in SCAG’s existing Regional Comprehensive Plan and Guide. This expansion could address economic development, air quality, human resources, public finance, environmental resources and quality, energy and waste management. It will be important at this stage to continue educating the Vision Partners about the implications and options related to the preferred growth scenario.

Another critical task within this phase will relate to depicting or illustrating the scenario in a “user-friendly” accessible manner. Making the scenario and its implications comprehensible and tangible to its many potential audiences will be critical to the success and quality of the input received in the public outreach process to come.

Phase Six – “Design Public Outreach Process”

(July 2004 – January 2005)

This phase will be focused on designing a public outreach process to promote the preferred growth scenario and solicit input related to its expanded content and implications. The design can incorporate the scenario modeling or illustrative work referred to in Phase Five, as well as other outreach tools including events, surveys and the like. Participants in the design should include the Vision Partners, SCAG and the Subregions.

Phase Seven – “Conduct Public Outreach & Form Implementation Alternatives”

(January 2005 – January 2006)

In Phase Seven the Vision Partners, SCAG and the Subregions will focus on conducting the public outreach program. This process generally begins by introducing the expanded growth scenario to its wider audience. This introduction could be made in a conference setting sponsored by the Vision Partners. This could be followed by public forums conducted within the Subregions in which public input on the expanded scenario is sought. The Technical Coalition could then process input from the public outreach effort and compile it into a set of options to consider. Consensus related to the new options and implications generated within the public outreach process could then be reached by SCAG and the Subregions in another joint conference sponsored by the Partners.

Finally, the regional dialogue on Vision implementation that was initiated in the first cycle should be re-initiated during this phase, at the same time the public outreach and consensus building process is underway.

Phase Eight – “Refinement & Implementation Design”

(January 2006 – January 2008)

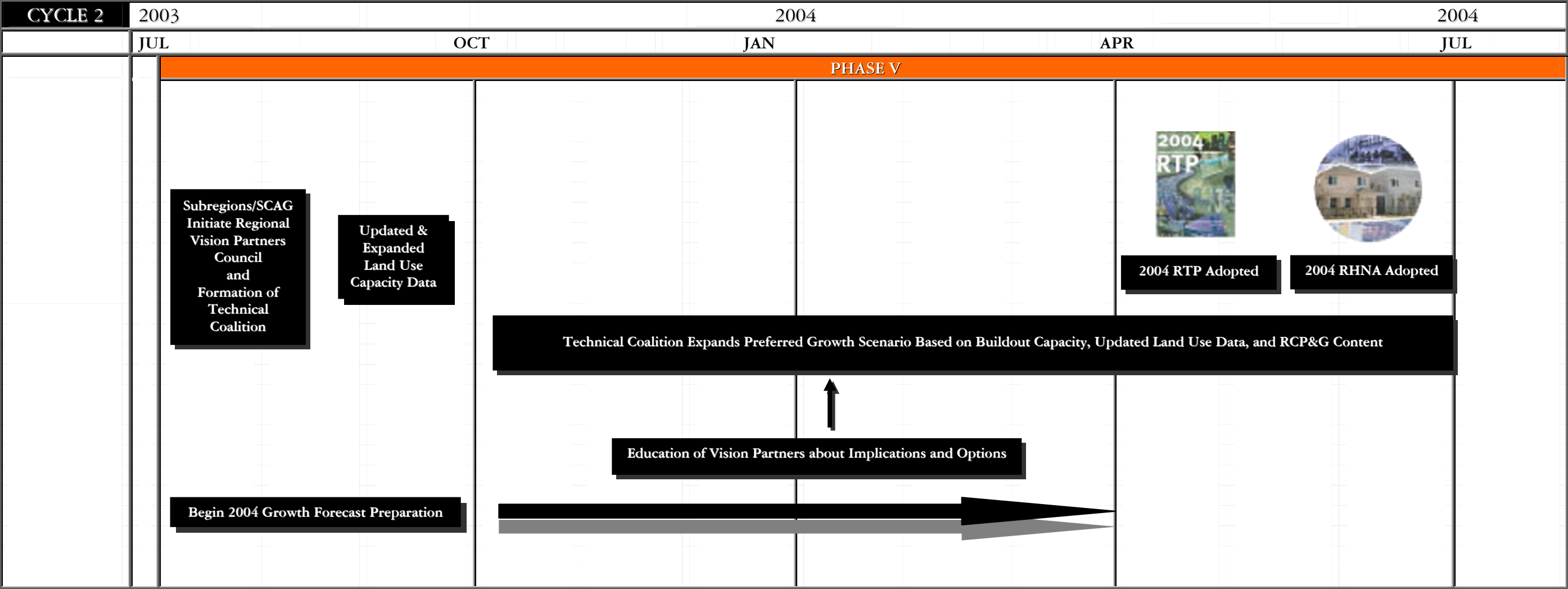
In this final phase the Vision Partners refine the growth scenario and expand the vision based on the public outreach and consensus building within Phase Seven. Once a more complete vision is produced addressing the multiple physical, social, environmental and economic dimensions of the region, SCAG can begin the update of the Regional Comprehensive Plan and Guide. Updating the Plan and Guide is a crucial step in codifying the vision in regional policy. Other implementation measures, programs, and tools could also be identified during this phase as well. So called regional compacts, adopted by local jurisdictions, have been used effectively elsewhere in the Country in order to solidify regional agreements and commitment to visions (see Attachment Three). This tool should be considered as well during Phase Eight. Agreement to a regional Vision Compact could solidify the considerable work undertaken in the process to this point and provide a solid foundation for ongoing maintenance and implementation of the regional vision.

After the Second Cycle

It is reasonable to ask: what happens after the second cycle? It is logical to expect that some form of monitoring and feedback must occur and that this process will require revisiting the vision. Refinements are inevitable and desirable to the extent that they reflect the interdependence that is a hallmark of this region. The level of effort this may entail, and the structure of the process to accomplish it remains to be defined.

SCAG Growth Visioning

For a Livable SCAG Region



Attachment Five
Visioning Process Design Flowchart

10/8/01

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

*SCAG Growth Visioning
For a Livable SCAG Region*

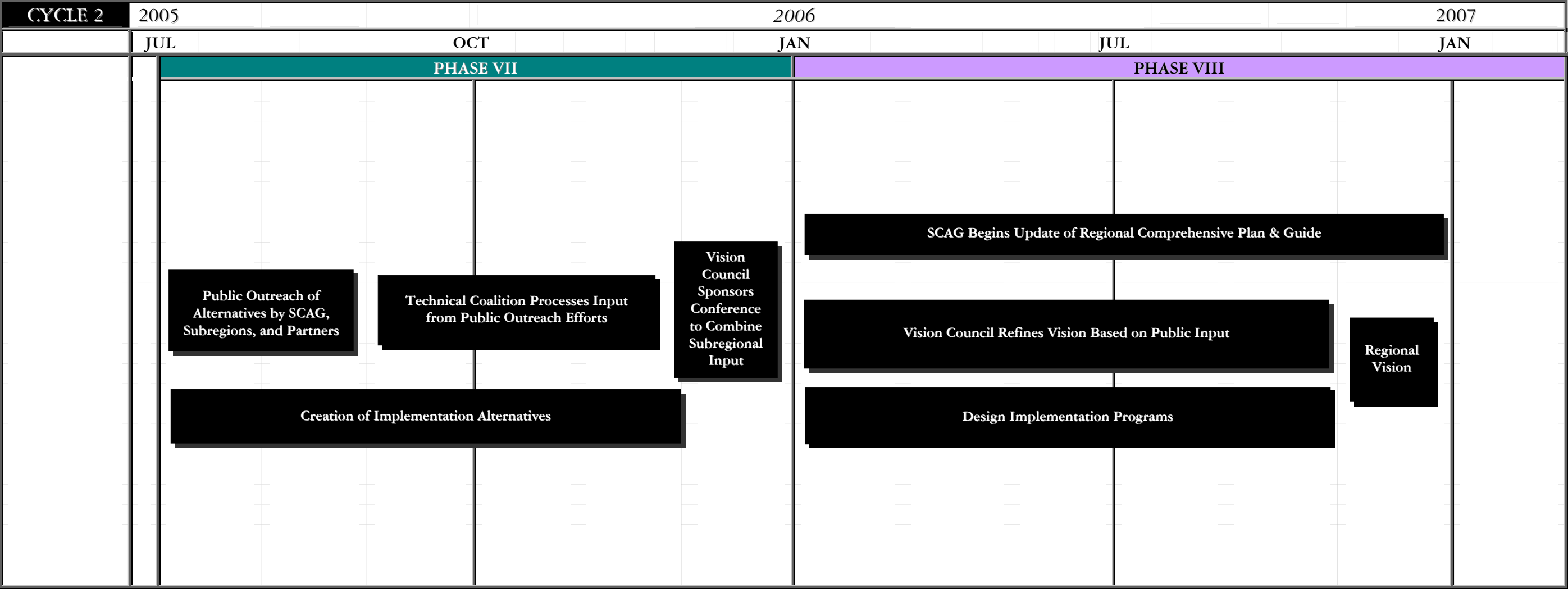
CYCLE 2	2004	2005		2005
	JUL	OCT	JAN	APR
	PHASE VI		PHASE VII	
	Subregions/SCAG Design Public Outreach to Promote and Solicit Input from Public on Expanded Scenario (e.g., models, forums, surveys, etc.)		Regional Vision Partners Sponsors Conference Introducing Expanded Scenario	Public Outreach of Alternatives by SCAG, Subregions, and Partners
			Creation of Implementation Alternatives	

Attachment Five
Visioning Process Design Flowchart

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

10/8/01

SCAG Growth Visioning
For a Livable SCAG Region

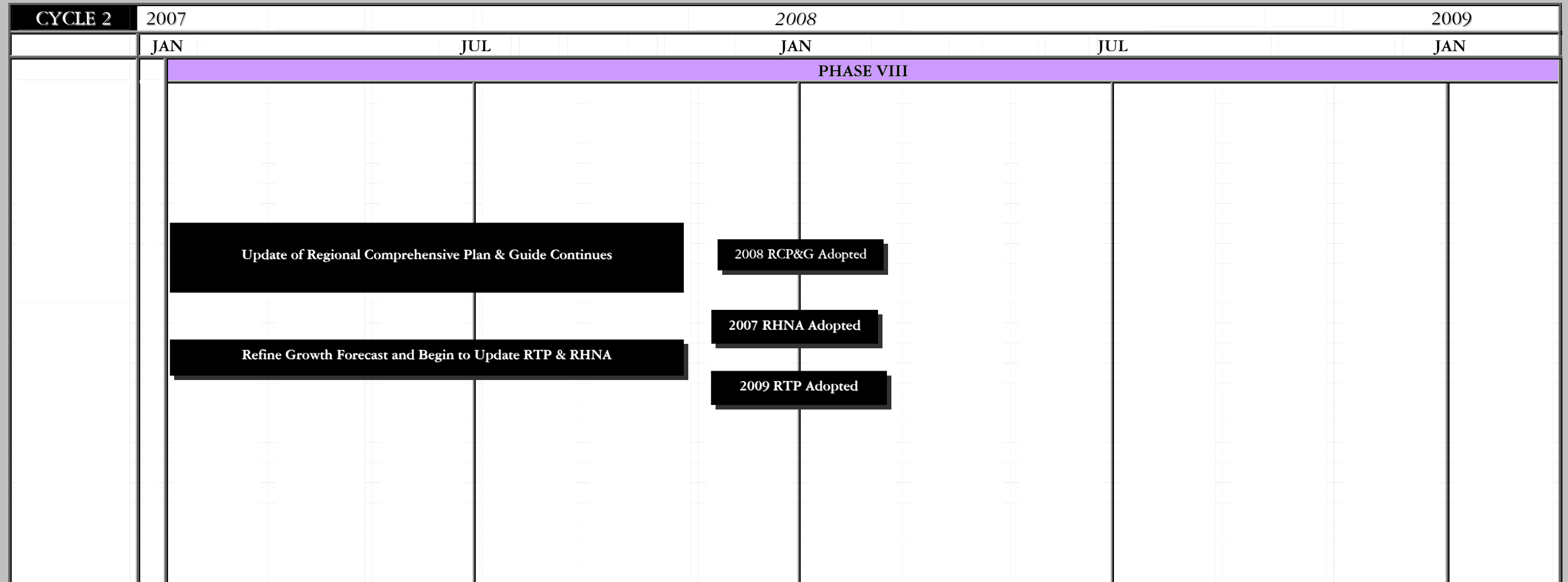


Attachment One
Visioning Process Design Flowchart

10/8/01

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

*SCAG Growth Visioning
For a Livable SCAG Region*



Attachment One
Visioning Process Design Flowchart

* This diagram is intended to illustrate the flow of the potential growth visioning processes and provides an estimated timeline. A more precise schedule would be derived from this diagram.

10/8/01

Attachment Six – Visioning Process Design

Comparative Regional Visioning Programs

Visioning is a tool that has gained widespread attention as a method of stimulating rethinking about how the future might be shaped in neighborhoods, communities and regions. It involves identifying more desirable future conditions and stimulating change that can come closer to that future image, typically drawing upon “smart growth” strategies and techniques to the extent that they can be applied.

The materials that follow summarize the research effort undertaken by the Southern California Transportation and Land Use Coalition (SCTLC) as a key component of SCAG’s Phase I work program for the Visioning effort. As part of The Planning Center’s team undertaking the Phase I Program Design effort for SCAG, SCTLC researched visioning efforts undertaken in other regions throughout the United States. Both SCAG and its consultants can now consider and benefit from the lessons learned from other visioning efforts as the work of designing SCAG’s program gets underway.

SCTLC attempted to answer the following questions about each effort they investigated:

- What initiated the Visioning Effort? When did it begin?
- What are the region’s physical, geographic, political and other characteristics?
- Who led the process, and what stakeholders were involved?
- What are the funding sources and levels?
- What data was available to the effort/What extent of data gathering took place?
- What are the major phases or components and what is their status?
- What has resulted from the visioning effort thus far (quantitative and/or qualitative)?
- What are the lessons learned?
- What obstacles did the effort overcome and how?
- What were the effort’s strengths and weaknesses?
- What features are most adaptable to SCAG Region’s process and why?
- What are the pitfalls to avoid?

The results of SCTLC’s research are encapsulated in the following summaries and narrative descriptions of ten visioning efforts in the United States, as well as a matrix summarizing the salient characteristics of each effort.

Region	Why/When?	Characteristics	Players	Funding	Data	Process Highlights	Results
Atlanta	<ul style="list-style-type: none"> 1991-1998 Regional Development Plan update MPO Executive Director leadership Stakeholder prodding 	<ul style="list-style-type: none"> 10 counties 64 cities 48 “super-districts” 3.2 million people Growth rate ≈ 3% annual 	<ul style="list-style-type: none"> Former Governor, CEOs, foundation heads, electeds, community leaders – over 1,150 <i>participants</i>. They claim it’s the country’s largest ever visioning effort. 	<ul style="list-style-type: none"> About \$2 million total, including \$800,000 in in-kind donations. Very little directly from MPO – mostly from foundations and private sector. 	<ul style="list-style-type: none"> Not a central feature of process Baseline projections, some future scenarios using in-house modeling 	<ul style="list-style-type: none"> Three year period of ground laying Very high profile – newspaper supplements, televised town halls, speaker series, etc. “Collaborative groups” held a year of meetings Ended up with 41 initiatives, each with an implementation sponsor 	<ul style="list-style-type: none"> 41 Initiatives being implemented ad hoc Undertaking Community Choices Process Significant regional dialogue
Baltimore	<ul style="list-style-type: none"> Just now getting underway Public criticism of prior RTP process Federal Highway Administration threat to withhold funds 	<ul style="list-style-type: none"> Five counties Two cities (Baltimore and Annapolis) 2.5 million people Very strong County governance Growth rate ≈ 1% annually 	<ul style="list-style-type: none"> A high-level Steering Committee of 35 people – no local electeds Internal cross-organizational coordinating committee Former County planning director and longtime regional leader hired to manage the project 	<ul style="list-style-type: none"> Initial budget of \$500,000 for 18 months of consultant work Also hired one or two additional FTE. Everything else being handled in house 	<ul style="list-style-type: none"> Initial focus on political / stakeholder negotiation Most data currently planned to be generated in-house. Baseline will be current projections 	<ul style="list-style-type: none"> “Concentric ring” process of initial stakeholder feedback Four issue-based subcommittees Alternative scenarios developed Telephone survey of residents “Community Choices Process” to determine preferred alternative/final vision. 	<ul style="list-style-type: none"> Not much yet. Steering Committee put together High level support obtained
Bay Area	<ul style="list-style-type: none"> The Bay Area Alliance for Sustainable Development – a broad-based stakeholder group – has been developing the Livability Footprint process for about three years. ABAG merged one of its preexisting processes with the Footprint late last year. Came out of the President’s Council on Sustainable Development and the federal TCSP program. 	<ul style="list-style-type: none"> 100 cities 9 counties 6 million people Very strong civic infrastructure The region has grown 15% in ten years and is projected to grow another 16% in the next 20 years. 	<ul style="list-style-type: none"> Coalition of five regional agencies: ABAG, MTC, BAAQMD, Conservation and Development Commission, and Regional Water Quality Control Board. Bay Area Alliance plays crucial role – powerful coalition of business, environmental, and community leaders. 	<ul style="list-style-type: none"> Total budget: \$1.4 million Does not include preliminary work conducted by the Alliance. Sources = all five regional agencies, EPA, Bay Area Alliance, foundations, possibly State 	<ul style="list-style-type: none"> Extensive GIS mapping already conducted by Alliance “Base case” will simply be ABAG’s normal forecasting process Data gathering and standardization is one of the Project’s goals 	<ul style="list-style-type: none"> Alliance has been developing a “Compact for a Sustainable Bay Area” for three years. ABAG unsuccessfully applying for federal funds to incentivize local jurisdictions to change land use patterns with other regional agencies Alliance proposed Regional Livability Footprint project as a way to translate the Compact to land use Efforts merged late last year Public meetings will be held in each County to get wide range of ideas Three alternative scenarios to compare against the baseline. Another round of workshops to gain consensus on a preferred alternative growth scenario Extensive public outreach campaign will obtain feedback Vision to serve as the basis for the next RTP update 	<ul style="list-style-type: none"> Not much yet – just getting underway Draft Compact for a Sustainable Bay Area calls out principles, action items, and benchmarks Lots of mapping and data to this point have informed the discussion and garnered media attention

Region	Why/When?	Characteristics	Players	Funding	Data	Process Highlights	Results
Denver	<ul style="list-style-type: none"> ISTEA and 1990 Census data provided impetus for long range planning Political climate helped Began in 1993, first phase finished in 1997, update in 2000, still very current 	<ul style="list-style-type: none"> 8 counties 49 cities 2 million people Projected to grow about 5% annually. 	<ul style="list-style-type: none"> Began with just the COG, a small Steering Committee, and consultants Once Vision complete, more players fell into place City of Denver has led the way MPO's new Executive Director an important champion Metro Mayors Caucus, a Coalition of Mayors from 31 cities, has also played an important role 	<ul style="list-style-type: none"> MPO spent only about \$200,000 on consultants over three or four years to develop the Vision Efforts since have been woven through, making independent estimates impossible. 	<ul style="list-style-type: none"> Mostly internal data was utilized The MPO analyzed all the local general plans and merged that with Census data, which they hadn't done before. Modeling was "deterministic" – they simply chose assumptions and modeled them. 	<ul style="list-style-type: none"> MPO staff and consultants developed four alternative growth scenarios to compare against baseline Steering Committee came up with six core elements of Vision MetroVision published in 1997, spent two years wrestling with implementation In 1999, new MPO Executive Director champions the Vision. Denver then suggests tying transportation funding selection criteria to Vision implementation. Mile High Compact is developed – binding, intergovernmental agreement to implement MetroVision. Compact signed by Mayors representing nearly 80% of regional population 	<ul style="list-style-type: none"> Mile High Compact only document like it in the nation – voluntary, City/County developed binding regional agreement 20% of criteria for Transportation Improvement Program tied to MetroVision MPO now organized around implementing MetroVision MetroVision used as basis for all planning documents, including all RTP updates
Florida	<ul style="list-style-type: none"> 2000-2001 Growth Management Study Commission (GMSC) established by Governor They reviewed and suggested changes to Florida's growth management system 	<ul style="list-style-type: none"> 11 Regional Planning Councils 15 million people Early development of sustainable communities through a demonstration project and a university-based center 	<ul style="list-style-type: none"> Governor Jeb Bush is a big advocate of growth management Secretary of Community Affairs also strong supporter Advocacy groups such as 1000 Friends of Florida & Floridians for Better Transportation have played a key role GMSC was a high-level, "blue ribbon" group 	<ul style="list-style-type: none"> Department. of Community Affairs (DCA) budget is \$2.2 million. All work done in-house for GMSC – specific numbers unclear. Legislature gave DCA \$500,000 to support growth management efforts at local level. 	<ul style="list-style-type: none"> "Stakeholders" survey conducted by Secretary Of Community Affairs of engaged stakeholders around growth. Other studies reviewed national Growth Management Programs. Florida Sustainable Communities Demonstration Project – served as data resource center Data analysis not a strong component of GMSC. 	<ul style="list-style-type: none"> Florida Sustainable Communities Demonstration Project started in 1996 positioned Florida as a growth management state. Statewide Regional Forums - over 2,000 attend meetings to discuss future of growth management in state. GMSC - Five Committees to review growth management system. GMSC eventually issued eight recommendations for State Legislature to consider re: the State's role in growth management 	<ul style="list-style-type: none"> GMSC's Final Report issued in February 2001 gave eight fairly specific recommendations to Legislature Department of Comm. Affairs is holding Growth Management Workshops Governor Bush has introduced the "Front Porch Florida" urban revitalization project State considering providing additional technical tools to localities to do growth management planning practices 2 bills resulting from Commission recommendations were introduced ... and failed to get out of the House
Phoenix	<ul style="list-style-type: none"> Blue Ribbon Commission convened in 1995 to consider growth visioning process Laid out four step process First step – developing the vision – began in 1998. Finished last year, no tangible results. 	<ul style="list-style-type: none"> 24 cities One county Indian communities 2.7 million Roughly covers 50-mile radius from Phoenix Growth rate ≈ 3% annually Various ballot measures have increased growth awareness 	<ul style="list-style-type: none"> Steering Committee = 80 prominent regional leaders "Thematic Subcommittees" and "Collaborative Groups" involved many more people, but with widely varying levels of credibility and influence 	<ul style="list-style-type: none"> They spent roughly \$600,000 on the visioning effort itself, not including staff time and some of the research -- \$600,000 is additional budget resources allocated to this 	<ul style="list-style-type: none"> "Regional Scan" summarized existing conditions and future trends, but did not integrate them. Needed data gathered from previously existing internal sources Not very data intensive 	<ul style="list-style-type: none"> Blue Ribbon Commission spent three years studying other efforts and developing an overall process Citizens' Summit kickoff was held. Regional Scan presented and preference survey conducted. Many thought the discussion was too 'directed.' "Thematic Subcommittees" (issue oriented groups) and "Collaborative Groups" (geographically oriented groups) were formed. Lots of public input. But contentious. After a year of highly public meetings, 43 goals were developed 	<ul style="list-style-type: none"> Basically, not much. Other three phases of original four-step process not undertaken Certain individual cities have been inspired to do their own long range planning None of Vision's recommendations have been implemented

Region	Why/When?	Characteristics	Players	Funding	Data	Process Highlights	Results
Portland	<ul style="list-style-type: none"> 1992-2000 Metro 2040 is latest planning effort Brings together 2040 Growth Concept, Functional Plan (regional zoning revisions), and Framework Plan (implementing document) 	<ul style="list-style-type: none"> 3 counties 24 cities 1.3 million people Growth rate \approx 1.5% annually 	<ul style="list-style-type: none"> Metro's Former Director of Growth Management Department, John Fregonese (current partner with Peter Calthorpe), was a key leader in certain times of uncertainty. Long traditional of regional cooperation – many local and community players. Makes individual leadership less crucial for particular efforts 	<ul style="list-style-type: none"> Metro gets funding from excise taxes, special taxes, grants and ISTEA monies. Metro did not track funds spent on Metro 2040 because the process was iterative. 	<ul style="list-style-type: none"> Undertook a Values Survey Portland has well developed data and modeling tools LUTRAQ modeling tool – one of the first to quantify the benefits of linking land use with transportation. Has been used in a variety of settings Lots of mapping, GIS, three-dimensional modeling 	<ul style="list-style-type: none"> First, 2040 Growth Concept. Four scenarios originally developed, but modeling tools not well developed at the time ... people responded angrily Separate alternative created out of the four. Finally, one Growth Concept was published. Functional Plan – Followed Growth Concept –aligned regional zoning codes with growth concept Framework Plan – policy guidelines for Growth Concept. Supposed to be the implementation mechanism, but doesn't set many specifics. Eventually serves as basis for RTP. All three documents combined to become Metro 2040. However, Metro 2040 has faded from view ... Metro staff feels they are “starting over.” 	<ul style="list-style-type: none"> Valuable regional dialogue initiated out of process. Metro works to integrate planning efforts more efficiently. Metro's jurisdictional authority allowed it to put together direct regulatory changes as a result of the Growth Concept, specifically with the Functional Plan (although it's unclear whether it was actually implemented and/or enforced)
Puget Sound	<ul style="list-style-type: none"> 1990-2001 Vision 2020 – Comprehensive regional growth management plan Destination 2030 – 30-year long range transportation plan (RTP), based on Vision 2020 Vision plays integral role throughout MPO 	<ul style="list-style-type: none"> Four counties 82 cities (including Seattle) 3 million people Very strong regional/County governance Growth rate \approx 1.5 % annually 	<ul style="list-style-type: none"> MPO-led effort – Puget Sound Regional Council. But MPO has long history of public/stakeholder involvement. Governor and various County executives very supportive of Destination 2030. Puget Sound region rich with strong, articulate, charismatic regional elected leaders who also speak nationally supporting growth management practices. 	<ul style="list-style-type: none"> Budget allocation for visioning work is not earmarked or identified. (first Vision adopted in 1990, so it's difficult to keep track over time) Financial support for Destination 2030 received from US DOT, FTA, FHWA, and Washington DOT. 	<ul style="list-style-type: none"> Vision 2020 used survey of residents about future growth. Alternative growth/mobility scenarios developed and analyzed in house. Destination 2030 - Alternative transportation planning scenarios developed. Performance measures including VMT & transit usage. Per person price tag for each scenario most effective. City, County, transit agency & state transportation plans analyzed together (for the first time) to develop baseline analysis, future projections & trends GIS mapping and technical data available online. 	<ul style="list-style-type: none"> Vision 2020 first adopted in 1990 Updated in 1993 as the result of State Growth Management Act, requiring better regional planning coordination Updated again in 1995 to better reflect local general plans as well as State and regional transportation policies As basis for Destination 2030, they did an attitudinal survey on transportation, land use, & technology sensitivities in region. Used to discover most pertinent elements of Vision 2020 Three transportation planning scenarios were developed with performance measures Public created a different scenario that took various elements from the original three Final Destination 2030 is integrated with growth management, has a 30 year timeframe, and is explicitly based on Vision 2020 	<ul style="list-style-type: none"> Transit Station Communities – funding supports TOD projects as a result of Vision 2020. Vision 2020 Awards – Projects awarded that best exemplify principles of vision. Also helps keep the vision current Local plans are coordinating with Vision 2020 with the MPO's guidance. One full time staff member was hired solely to monitor, track, and implement Vision 2020.

Region	Why/When?	Characteristics	Players	Funding	Data	Process Highlights	Results
San Diego	<ul style="list-style-type: none"> 1988 Ballot measure requires Regional Growth Management Strategy. Adopted in 1993, forgotten. Later forecasting showed cities' lack of planning for future growth "Smart growth" getting more attention in region SANDAG decided to update growth management strategy ... because Region 2020. 	<ul style="list-style-type: none"> One county 18 cities 92 unincorporated communities 2.8 million people One million more expected by 2020. 	<ul style="list-style-type: none"> Solely MPO led Internal Committee of electeds as well as local planning directors serve as governing body Stakeholder groups have endorsed the process, but nobody visible outside the MPO is championing the effort. 	<ul style="list-style-type: none"> SANDAG budgeting \$400,000 this fiscal year (including internal staff), expects to allocate a similar amount next year. This does not include graphics and printing expenses, which are formidable for the high quality materials that have come out of this effort 	<ul style="list-style-type: none"> Mostly internally generated Extensive analysis of general plans, trends, and projections underpin the effort Developing an analysis of the potential for – and consequences of – limiting growth Established credibility of research and analysis helped propel the effort, especially regarding the region's ability to accommodate growth. 	<ul style="list-style-type: none"> Four alternative scenarios developed with progressively more aggressive assumptions re: the potential for transit oriented development and the like Attempted to build support for Region 2020 growth management plan update in 1999 – presentations, public meetings, materials, kickoff conference, etc. No real process or strategy to latch on to – hard to gather interest Have now taken step back to better lay the foundation Issuing more studies (including one on potential for limiting growth), publishing "report cards", continuing to get stakeholder sign on. Plan to "re" kick off effort this fall. 	<ul style="list-style-type: none"> As part of "report card" effort, they've developed benchmarks and action items around particular issues The "Growth Policies" report which is assessing potential for and consequences of limiting growth will be useful Haven't really fleshed out a process, making results difficult to assess
Utah	<ul style="list-style-type: none"> Coalition for Utah's Future, public/private nonprofit, decides to tackle growth issues Also prompted by a variety of studies, most notably 1995's "Beyond Sprawl" by B of A and the Greenlining Institute 	<ul style="list-style-type: none"> Analyzed "commuter-shed" for Salt Lake City area 89 cities 10 counties 1.6 million people 2 MPOs Growth rate \approx 3% annually Very difficult to do regional planning/visioning given political situation 	<ul style="list-style-type: none"> Variety of high profile private sector leaders have helped propel Governor has participated in, but not led effort Steering Committee has grown to over 100 – extraordinarily broad array of public and private stakeholders Consortium of nine State agencies have performed much of technical work MPOs have played an ancillary role, mostly data provision 	<ul style="list-style-type: none"> Envision Utah has raised \$7 million over 5 years, including: <ul style="list-style-type: none"> \$2.3 million in-kind from the State \$1.1 million from federal TCSP grants \$130,000 from local gov'ts \$3.5 million in direct and in-kind support from private sector and media 	<ul style="list-style-type: none"> Spearheaded by the Quality Growth Efficiency Tools Committee (QGET) – consortium of nine State agencies Baseline included everything from transportation to water and air quality to direct infrastructure cost Analysis included <i>interaction</i> between these elements Some data had to be created from scratch QGET continues to provide analysis & mapping of various growth scenarios, specific policy proposals, etc. Data development/standardization considered a separate result with its own merit 	<ul style="list-style-type: none"> Conducted baseline analysis Conducted values survey – using focus groups, they got to the root cause of citizen concerns (didn't just rank them) Visualization exercises – had stakeholders sit around maps with chips, place new chips representing pop. growth on the map. People figured out that chips had to be <i>stacked</i> to accommodate growth. This "a ha" moment was extraordinarily powerful. Scenario development – using public input, developed four alternative future growth scenarios, one of which was the baseline analysis Public education campaign – did huge effort to get feedback, including PSAs, newspaper supplement, etc. Got nearly 18,000 responses Preferred growth scenario – applying another level of analysis, including a market analysis, developed a "real world" preferred strategy Implementation toolkit –Local electeds liked the strategy, but weren't sure how to implement it, so Envision Utah developed an Implementation Toolkit Now, they are focusing on more specific applications 	<ul style="list-style-type: none"> Baseline Analysis, Values Survey, Preferred Growth Strategy, and Implementation Toolkit stand on their own as results State Legislature established Utah Quality Growth Commission to preserve lands and address growth issues Governor's Quality Growth Award now given annually to highlight specific projects Individual cities who have never undertaken long term planning are now doing so Interjurisdictional cooperation, while not a specific goal, has dramatically increased Awareness of growth issues has gone from under 5% to over 50%

Attachment Seven – Visioning Process Design

Process Design Assumptions

Three aspects of the current situation under which a visioning process is being contemplated merit special consideration:

- Visioning Leadership;
- The Nature of the Region;
- Growth Context;

These factors shape what is possible, what is desirable and how strategies can be devised to capitalize on positive changes in any combination of factors. Their impact on the process may occur in two ways: 1) the intentional phasing of a visioning process over time according to its initial design and participant framework; and 2) the unintentional phasing that occurs because of unforeseen complications, incomplete design, ebb and flow of leadership, or other circumstances that force the process “back to the drawing board” for rethinking.

Each of the three factors listed above are discussed in the context of and assessment of the current situation within the region together with a characterization of assumptions regarding each factor.

A. Visioning Leadership

The unassailable common ground requirement for success in a visioning effort, made clear in examination of other highly complex regional efforts at visioning, is credible and sustainable leadership. The source or locus is less critical than its strength and durability.

The strongest form of leadership is through a coalition of public and private interest groups, institutions, organizations and opinion leaders. That never happens accidentally and, more often than not, such arrangements coalesce in response to some perceived crisis. Even then, they are vulnerable to highly variable effectiveness as unanticipated circumstances occur or dominant individuals move on.

However, leadership is much like navigation in flight or at sea: it is necessary to start where you are and it is probably better to start than to wait if you want to get where you’re going. In this case, SCAG is exercising the leadership for regional visioning. Its major strength is that it represents a voluntary association of most of the local governments within the region and has played that role for over a quarter of a century. Its major limitation is that there is not an organized, resource-rich and influential private sector counterpart at the regional scale to broaden the support for a visioning process and assist in its implementation.

The risk, as demonstrated in other visioning programs, is that a SCAG-dominated program is vulnerable to challenge, apathy or both by those who can help make the vision a reality if they are not involved in shaping the vision. This was almost the fate of the ambitious MetroVision 2020 project in the Denver region. It was salvaged by the advent of an unusually credible leader at almost the 11th hour, and the potential substantial loss of momentum was reversed.

The fact of this program’s leadership arising within SCAG is an opportunity that can be capitalized upon. The assumption is that no other source of leadership within the entire region is likely to emerge and stimulate a regional visioning endeavor within the same time frame now associated with the SCAG program. The fact of this leadership makes outreach a particularly critical part of the process.

B. The Nature of the SCAG Region

Everyone associated with this program knows that the SCAG Region is a unique and significant place on a worldwide scale. It is not just a matter of physical size, potential population and employment growth, institutional complexity, economic productivity, world linkage, cultural diversity, environmental richness, or challenges of governance. It is the unique composite of all these and many other factors in which the capacity of any one organization, let alone individual, to maintain a grasp of the complete picture is virtually impossible.

The SCAG Region is actually a composite of several regions, any one of which is similar to or larger than some of other regions that have conducted or are conducting regional visioning programs. What this means to those who have struggled to fashion a process recommendation is that we have to combine insights from these other experiences with an appreciation for the unique features of this region that are unparalleled anywhere on the planet.

It is assumed that the scale and complexity of the SCAG Region requires a customized approach that blends selected strengths of other regional experiences with the existing decision making structures. It is further assumed that the vision derived from initial efforts will require further refinement as it matures and that the visioning process can expand and be broadened to encompass other participants – hence the two-cycle approach contained in the Process Report.

C. Growth Context

The SCAG region covers six counties and 185 cities in an area of approximately 38,000 square miles. Over the last fifty years, the population living in the six-county SCAG region has more than doubled to approximately 16.5 million – or about half of the State of California's population. Additionally, with an estimated gross regional product of nearly \$500 billion, the region's economy is the 12th largest in the world – smaller than that of South Korea but considerably larger than that of the Netherlands.

Accordingly, creating a vision for the SCAG Region is an immense task that is made more complex by the region's tremendous growth. Most projections estimate that the region will add upwards of 6 million more people (or the equivalence of two Chicago's) in the next twenty years. During the same period, the SCAG region expects to add over 3 million jobs and nearly 2 million households. The vision must, therefore, be a flexible tool that can adapt to the changing needs and desires of a dynamic population and economy.

A magnitude of growth approximating these figures is a basic assumption underlying this report. However, it is also assumed that both collaborative governmental policy and conflicting governmental policy, along with numerous economic and global variables, can all combine to modify the magnitude, pattern and character of growth within some limits. It is further assumed that the quality of life implications of growth, regardless of the factors one includes in defining quality, can be positively influenced through the articulation and implementation of a regional vision.